

Message Text

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SECDEF WASHDC IMMEDIATE
INFO FPA WASHDC
ALL NATO CAPITALS
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USLOSACLANT NORFOLK VA
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

C O N F I D E N T I A L SECTION 01 OF 04 USNATO 06634

E.O. 11652: GDS
TAGS: MPOL, NATO
SUBJECT: LTDP FOLLOW-THROUGH - FUNCTIONAL REALIGNMENT
IN INTERNATIONAL STAFF

REF: STATE 161635 (DTG 241615Z JUN 78)(NOTAL)

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SUMMARY: WE HAVE BEEN PRESSING INFORMALLY FOR AN
ASSISTANT SECRETARY GENERAL FOR LOGISTICS IN THE CONTEXT
OF A RATIONALIZATION OF FUNCTIONS AND HAVE BEEN
ENCOURAGED BY THE REACTIONS IN THE I.S. AND ALLIED
DELEGATIONS. WE FAVOR A SOMEWHAT MORE EXTENSIVE REALIGN-
MENT OF FUNCTIONS THAN SUGGESTED IN REFTEL, WITH CEP
SHIFTED FROM THE ASYG (DEFENSE PLANNING AND POLICY) TO
THE NEW ASYG (LOGISTICS), WITH COUNCIL OPERATIONS AND
THE NECESSARY USER COMMUNICATIONS RESPONSIBILITIES TO
SUPPORT THEM GOING TO THE ASYG (DEFENSE PLANNING AND
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POLICY), AND WITH THE ASYG (DEFENSE SUPPORT) BECOMING
THE SENIOR I.S. OFFICIAL CONCERNED WITH C3 PROGRAMS.
ALSO, WE RECOMMEND NOT FILLING THE POST OF DIRECTOR,
COUNCIL OPERATIONS AND COMMUNICATIONS, EVEN IF IT REQUIRES
SEVERAL MONTHS TO GET AGREEMENT ON AN ASYG (LOGISTICS).
WE PROPOSE TO ASSURE LUNS OF FULL US SUPPORT FOR MODEST
NET STAFF ADDITIONS IN THE CONTEXT OF AN EXAMINATION

AND RATIONALIZATION OF FUNCTIONS THROUGH REALIGNMENT.
ACTION REQUESTED: BY OOB, 11 JULY, WASHINGTON COMMENT
REGARDING OUR PROPOSED REALIGNMENT OF FUNCTIONS.
END SUMMARY.

1. REFTEL REQUESTS OUR VIEWS ON HOW TO PROCEED TO OBTAIN
EARLY AGREEMENT ON AN ASSISTANT SECRETARY GENERAL FOR
LOGISTICS. AS WE HAVE REPORTED, WE HAVE ALREADY BEEN
PRESSING FOR THIS THROUGH INFORMAL DISCUSSION WITH THE
DEFENSE ADVISORS OF KEY DELEGATIONS (FRG, UK,
NETHERLANDS, ITALIAN, CANADIAN, TURKISH) AND WITH KEY
MEMBERS OF THE INTERNATIONAL STAFF (ASYG MUMFORD AND
ASYG WALSH). WE UNDERSTAND INFORMALLY THAT THE LUNS
REPORT ON ORGANIZATION AND STAFFING IS ALREADY IN THE
EARLY FORMULATIVE STAGES AND THAT MUMFORD, WALSH, AND
DSYG PETRIGNANI ARE THE PRINCIPAL DRAFTERS OF THE BROAD
ISSUES IN LUNS' REPORT. WE WILL CONTINUE TRYING TO
INFLUENCE THAT REPORT THROUGH THEM.

2. TO DATE, WE HAVE BEEN ENCOURAGED BY THE GENERALLY
POSITIVE REACTION OF MANY TO THE NOTION, PARTICULARLY
IN THE CONTEXT OF A REALIGNMENT OF FUNCTIONS, THAT WOULD
CONVERT THE POSITION OF DIRECTOR, OFFICE OF COUNCIL
OPERATIONS AND COMMUNICATIONS TO THE POSITION OF AN
ASYG (LOGISTICS). HOWEVER, WE WOULD PREFER TO SEEK
AN EXAMINATION AND RATIONALIZATION OF FUNCTIONS CARRIED
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SOMEWHAT FURTHER THAN WASHINGTON HAS SUGGESTED.

3. WE FORWARD THE FOLLOWING PROPOSAL FOR WASHINGTON
COMMENT:

. A. THE NEW ASYG (LOGISTICS) WOULD MONITOR THE LTDP
FOLLOW-THROUGH ON CONSUMER LOGISTICS, ACT AS CHAIRMAN OF
THE CIVIL SIDE OF THE SENIOR NATO LOGISTICIANS CONFERENCE,
CONDUCT REQUIRED LOGISTICS STUDIES, AND DEVELOP THE STAFF
ACTIONS IN SUPPORT OF NATO LOGISTICS, ESPECIALLY IN THE
AREA OF LOGISTICS PLANNING. TO FACILITATE CARRYING OUT
THESE DUTIES, THE NEW ASYG (LOGISTICS) POST WOULD SUBSUME
THE RELATED ACTIVITIES OF THE NATO PROGRAMS ON INFRA-
STRUCTURE (CURRENTLY UNDER THE ASYG FOR DEFENSE SUPPORT)
AND CIVIL EMERGENCY PLANNING (CURRENTLY UNDER THE ASYG
FOR DEFENSE PLANNING AND POLICY). SINCE LOGISTICS IS THE
PRINCIPAL CONTENT OF CEP, WE BELIEVE IT MAKES SENSE TO
PLACE IT WITH THE NEW ASYG (LOGISTICS) SO THAT HE CAN TIE
TOGETHER ALL ASPECTS OF NATO LOGISTIC SUPPORT.
THIS SHOULD IN NO WAY DIMINISH THE EQUALLY IMPORTANT
RESPONSIBILITIES FOR PROTECTION OF CIVIL POPULATION AND
MAINTENANCE OF VIABLE NATIONAL ECONOMIES.

.
B. ASYG (DEFENSE SUPPORT) WOULD RETAIN ALL HIS PRESENT RESPONSIBILITIES FOR COOPERATIVE DEVELOPMENT OF WEAPONS AND COMMUNICATIONS, COMMAND AND CONTROL SYSTEMS; AND IN ADDITION, WOULD BECOME THE SENIOR OFFICIAL ON THE I.S. CONCERNED WITH DEVELOPMENT, IMPLEMENTATION AND EFFECTIVENESS OF NATO C3 AND RELATED SYSTEMS. THE ASYG FOR DEFENSE SUPPORT WOULD ASSUME THESE FUNCTIONS FROM THE DIRECTOR, COUNCIL OPERATIONS AND COMMUNICATIONS, TO THE EXTENT THE LATTER NOW PERFORMS THEM.

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. C. ASYG (DEFENSE PLANNING AND POLICY) WOULD RETAIN ALL HIS PRESENT RESPONSIBILITIES, EXCEPT FOR CIVIL EMERGENCY PLANNING FUNCTIONS, AND, IN ADDITION, WOULD ASSUME RESPONSIBILITY FOR "COUNCIL OPERATIONS" FROM THE COUNCIL OPERATIONS AND COMMUNICATIONS DIRECTORATE.

. (1) THE TERMS OF REFERENCE FOR THE COUNCIL OPERATIONS DIRECTORATE SERVE AS THE BASIS FOR THE COUNCIL/DPC'S PREPARATIONS FOR MAKING THE TRANSITION FROM PEACE TO WAR. INHERENT IN THESE TERMS OF REFERENCE IS THE NEED TO EFFECT CLOSE COOPERATION BETWEEN ELEMENTS OF THE IMS, IS, AND NATIONAL CAPITALS, AS THEY COVER SUCH SUBJECTS AS THE MECHANISMS FOR THE EXCHANGE OF INTELLIGENCE, THE PROCEDURES FOR COMMITMENT OF FORCES

UNDER THE STATUS OF NEGOTIATIONS AGREEMENT, IMPLEMENTATION
OF ALERT MEASURES, COORDINATION OF CIVIL EMERGENCY AND
REINFORCEMENT PLANS, AND AN EFFECTIVE MECHANISM FOR
NUCLEAR CONSULTATION BETWEEN THE MAJOR NUCLEAR POWER
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AND ITS ALLIES.

. (2) WE BELIEVE THAT THE COORDINATING FUNCTION
REQUIRED FOR EFFECTIVE COUNCIL OPERATIONS CAN BEST BE
ASSUMED BY THE ASYG (DEFENSE PLANNING AND POLICY).
MUMFORD IS ALREADY DEEP INTO COUNCIL OPERATIONS (AS HIS
CHAIRING THE ALERTS COMMITTEE ATTESTS), AND THE TASKS
ASSOCIATED WITH THOSE OPERATIONS CLOSELY PARALLEL THE
PLANNING THAT MUMFORD'S STAFF PERFORMS. FURTHER, THE
REQUIREMENT IN TIME OF CRISIS TO AUGMENT THE COUNCIL
OPERATIONS MACHINERY (ALERTS COMMITTEE, CRISIS MANAGEMENT
GROUPS) MANDATES THAT STAFF SUCH AS MUMFORD'S, WHO ARE
FAMILIAR WITH NATO'S FORCE AVAILABILITY, COMMITMENTS,
AND MAKE-UP, BE IDENTIFIED AND DESIGNATED FOR CONTINGENCY
ASSIGNMENT TO THE VARIOUS GROUPS INVOLVED. CERTAINLY
WALSH'S STAFF ARE NOT ORIENTED TOWARD THE KINDS OF
FUNCTIONS EMBODIED IN COUNCIL OPERATIONS. IN ADDITION,
WITH THE INCREASING RESPONSIBILITIES OF THE ASYG (DEFENSE
SUPPORT), EITHER THE COUNCIL OPERATIONS FUNCTION WOULD
NOT RECEIVE THE ATTENTION IT REQUIRED OR THE KEY
ARMAMENTS/C3 ACTIVITIES MIGHT SUFFER.

4. OF COURSE OUR FIRST CONSIDERATION IS TO GAIN ALLIED
AGREEMENT TO A NEW POSITION OF ASYG (LOGISTICS) WHILE,
AT THE SAME TIME, FOSTERING A MORE RATIONAL ALIGNMENT OF
FUNCTIONS WITHIN THE INTERNATIONAL STAFF. SINCE THERE
ARE MANY BUREAUCRATIC AND NATIONAL CONSIDERATIONS AT
PLAY, WE WILL HAVE TO BE PREPARED TO ACCEPT SOME CHANGES
FROM THE PREFERRED STRUCTURE OUTLINED ABOVE TO GAIN
APPROVAL FOR OUR PRIMARY OBJECTIVE OF THE ASYG (LOGISTICS)
POST. WE DISCUSS SOME OF THESE TACTICAL CONSIDERATIONS
IN THE FOLLOWING PARAGRAPHS.

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TACTICAL CONSIDERATIONS

5. THOUGH WE HAVE FOUND SOME SUPPORT FOR THE NOTION,
PARTICULARLY IN THE CONTEXT OF A REALIGNMENT OF
FUNCTIONS, OF CONVERTING THE POSITION OF DIRECTOR,

COUNCIL OPERATIONS AND COMMUNICATIONS, TO THE POSITION OF AN ASYG FOR LOGISTICS, SOME HAVE RAISED THE THOUGHT THAT THE LOGISTICS FUNCTION SHOULD BE ESTABLISHED AT THE DIRECTOR, NOT ASYG, LEVEL. GIVEN THE IMPORTANCE OF THE LOGISTICS FUNCTIONS, WE WOULD NOT FAVOR SUCH A DEVELOPMENT, BUT IT IS POSSIBLE THAT A US FALLBACK AGREEMENT TO DIRECTOR LEVEL COULD, AT SOME FUTURE DATE, BE THE COMPROMISE THAT BRINGS OTHERS ALONG ON ESTABLISHING THE LOGISTICS POST. WE WOULD NOT PREDICT SUCH A DEVELOPMENT, HOWEVER, AND FOR NOW SIMPLY FLAG THE POSSIBILITY.

6. ON BOTH TACTICAL AND SUBSTANTIVE GROUNDS, WE BELIEVE THERE IS DANGER IN REPLACING MACBRIEN NOW AND DEFERRING REALIGNMENT OF FUNCTIONS, EVEN IF OBTAINING AGREEMENT ON REALIGNMENT TAKES SEVERAL MONTHS. WE RECOGNIZE THAT WE MAY RISK SOME SHORT-TERM LOSS OF HIGH-LEVEL DIRECTION OF C3 ACTIVITIES, BUT WE BELIEVE THE NEED TO MOVE OUT PROMPTLY ON REALIGNING FUNCTIONS OUTWEIGHS THIS RISK. IN SHORT, WE BELIEVE WE SHOULD "STRIKE WHILE THE IRON IS HOT" AND TAKE ADVANTAGE OF THE MOMENTUM TOWARD A MORE RATIONAL DISTRIBUTION OF FUNCTIONS ENGENDERED BY THE SUMMIT AND BY THE PRESIDENT'S CALL FOR AN ASYG FOR LOGISTICS. PURSUING THE COURSE OF REPLACING MACBRIEN NOW AND DEFERRING REALIGNMENT RISKS LOSING THAT MOMENTUM AND SENSE OF URGENCY AND COULD MAKE A

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REDISTRIBUTION OF PRESENT COUNCIL OPERATIONS FUNCTIONS ALL THE MORE DIFFICULT. HOWEVER, SHOULD REALIGNMENT NEGOTIATIONS STRETCH MUCH BEYOND OCTOBER, WE MAY HAVE TO RECONSIDER THIS ASSESSMENT IN ORDER TO ENSURE EFFECTIVE HIGH-LEVEL GUIDANCE OF THE ALLIANCE C3 EFFORT. WE WELCOME THE OPPORTUNITY TO DISCUSS THIS PROBLEM WITH ASD DINNEEN DURING HIS VISIT LATER THIS MONTH. (STATE 168017).

7. AS INDICATED ABOVE, OUR PREFERRED ALIGNMENT OF RESPONSIBILITIES WOULD SHIFT CEP FROM MUMFORD TO THE NEW ASYG FOR LOGISTICS POSITION. WE UNDERSTAND, HOWEVER, THAT MUMFORD, WHO ALREADY SEES SOME OF HIS PREEMINENCE IN DEFENSE MATTERS BEING ERODED, WOULD STRONGLY RESIST LOSING HIS CEP RESPONSIBILITIES, WHICH HE SEES AS CLOSELY AND LOGICALLY RELATED TO HIS OVERALL DEFENSE PLANNING ROLE. ACCORDINGLY, THOUGH WE VIEW CEP AS MOST CLOSELY RELATED TO LOGISTICS, WE MAY WISH TO
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CONSIDER (A) LEAVING CEP UNDER MUMFORD, (B) SPLITTING CEP BETWEEN THE TWO ASYG'S WITH LOGISTICS ASPECTS (THE BULK) UNDER THE ASYG (LOGISTICS) AND THE REMAINDER (CIVIL DEFENSE) UNDER MUMFORD, OR (C) FORMALLY PLACING CEP UNDER THE ASYG (LOGISTICS) BUT SPECIFYING THAT THOSE DEFENSE PLANNING ASPECTS OF CIVIL SUPPORT WOULD BE CLOSELY COORDINATED WITH THE ASYG DEFENSE PLANNING AND POLICY. (IN TERMS OF AN ORGANIZATION CHART THE LINE OF DIRECT RESPONSIBILITY WOULD RUN FROM CEP TO THE ASYG (LOGISTICS) WITH A COORDINATION LINE TO THE ASYG (DP&P).) WE BELIEVE SOME ALLIES WOULD OPPOSE SEPARATING CIVIL DEFENSE FROM WIDER CEP ACTIVITIES AND

DOUBT THAT MUMFORD WOULD BE WILLING TO BUY THE SOP OF LEAVING HIM A SMALL PIECE OF THE CEP PIE. WE CONTINUE TO FAVOR PLACING CEP UNDER THE NEW ASYG (LOGISTICS) BUT, AS NOTED ABOVE, TO SECURE OUR PRIMARY OBJECTIVE OF GAINING THE LOGISTICS POSITION, WE MAY HAVE TO BE FLEXIBLE ON MATTERS SUCH AS THIS ONE.

8. OUR PREFERENCES ON ASSIGNMENT OF "COUNCIL OPERATIONS" FUNCTIONS WOULD ALSO PROBABLY ENCOUNTER RESISTANCE FROM MUMFORD, WHO ARGUES AGAINST MIXING PLANNING AND OPERATIONS. A POSSIBLE ALTERNATIVE SOLUTION WOULD BE TO PLACE COUNCIL OPERATIONS UNDER THE PRIVATE OFFICE OF THE SECRETARY GENERAL ON THE GROUNDS THAT THE TASKS OF THE DIRECTORATE IMPACT MOST DIRECTLY ON THE SECRETARY GENERAL AND HIS IMMEDIATE STAFF IN THEIR

FUNCTION AS THE MODERATOR OF COUNCIL/DPC ACTIVITIES.
WE UNDERSTAND THAT AT SOME PAST TIME, COUNCIL OPERATIONS
WERE UNDER THE AEGIS OF THE SECRETARIAT. FROM OUR
PERSPECTIVE THIS WOULD BE A LESS DESIRABLE OUTCOME,
BUT PREFERABLE TO PLACING THIS RESPONSIBILITY UNDER
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ANY ASYG OTHER THAN MUMFORD.

9. WHILE WE BELIEVE WE SHOULD CONTINUE TO PRESS FOR
SPECIFIC DESIGNATION OF AN ASYG FOR LOGISTICS POSITION,
AT SOME FUTURE POINT IN THE NEGOTIATION PROCESS WE
MIGHT, FROM A TACTICAL STANDPOINT, CONSIDER
RESHUFFLING TITLES. THIS COULD TAKE THE FORM, FOR
EXAMPLE, OF REDESIGNATING THE PRESENT DEFENSE SUPPORT
POSITION AS ASYG FOR COOPERATIVE ARMAMENTS DEVELOPMENT
AND C3, AND CALLING THE NEW LOGISTICS POSITION THE
ASYG FOR DEFENSE SUPPORT. SUCH A TITLE CHANGE WOULD
HAVE THE MERIT OF (A) PROVIDING A MORE LOGICAL
DESCRIPTION OF THE ACTUAL RESPONSIBILITIES OF THE
RESPECTIVE OFFICES AND (B) PROVING MORE ACCEPTABLE TO
ALLIES WHO MAY SHY AWAY FROM A SPECIFIC LOGISTICS TITLE
WHICH CONNOTES ALLIANCE "CONTROL" OF NATIONAL LOGISTICS
RESPONSIBILITIES.

10. OF UTMOST IMPORTANCE, HOWEVER, IS THE NEED TO
FURNISH LUNS A CLEAR AND CONVINCING CASE FOR MORE RATIONAL
ALIGNMENT OF FUNCTIONS AND ANY NECESSARY NET STAFF
INCREASES IN VIEW OF OUR CONSISTENT PAST HISTORY OF
OPPOSING ANY NET STAFF INCREASES. MUMFORD AND PETRIGNANI

HAVE BOTH STRESSED TO US THAT LUNS WILL NOT INCLUDE IN HIS
REPORT ANY RECOMMENDATIONS FOR INCREASED STAFFING
UNLESS HE RECEIVES OFFICIAL AND EXPLICIT ADVANCE
ASSURANCES OF UNRESERVED US REPEAT UNRESERVED US SUPPORT.
WE AGREE WITH THAT ASSESSMENT. WE FULLY EXPECT THAT
AN EXAMINATION OF PROPOSED REALIGNMENT AND RATIONALIZATION
OF FUNCTIONS WITHIN THE INTERNATIONAL STAFF WOULD
PROVIDE (A) THE NECESSARY MECHANISM FOR A SERIOUS

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REVIEW OF STAFFING REQUIREMENTS AND IDENTIFICATION OF
POSSIBLE ADJUSTMENTS AND (B) THE JUSTIFICATION FOR
ANY NET STAFF ADDITIONS. ACCORDINGLY WE PROPOSE TO
ASSURE LUNS THAT THE US RECOGNIZES THAT SOME NET
INCREASES WILL PROVE NECESSARY AND IS PREPARED TO
SUPPORT SUCH WELL-SUPPORTED ADDITIONS ON THE UNDER-
STANDING THAT A SERIOUS EFFORT WILL BE MADE TO FIND
OFFSETS IN THE PROCESS OF REORGANIZATION AND RE-
ALIGNMENT OF FUNCTIONS, ALONG THE LINES OUTLINED IN
PARA 3 ABOVE. WE DO NOT BELIEVE THE US HAS TO BE
OUT FRONT ON THE MATTER OF HOLDING DOWN STAFF INCREASES
TO A MODEST LEVEL, AS ALLIES HAVE REPEATEDLY EMPHASIZED
THEIR OPPOSITION TO THE IDEA OF ADDITIONS TO THE
INTERNATIONAL STAFF. HOWEVER, WE ARE CONCERNED THAT
THE URGENCY THE EXECUTIVE BRANCH ATTACHES TO LTDP
FOLLOW-THROUGH MAY BE ATTENUATED BY STRICTURES ON
STAFFING THAT ARE BEING APPLIED BY THE US TO ALL
INTERNATIONAL ORGANIZATIONS WITHOUT ANY DIFFERENTIATION.
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THE TIME MAY HAVE COME FOR STATE AND DEFENSE TO REQUEST
OMB OR PRESIDENTIAL EXCEPTIONS FOR NATO (FOR LTDP
FOLLOW-THROUGH), SO THAT WE CAN LEAVE LUNS WITH
NO DOUBTS AS TO US SUPPORT. WE BELIEVE WE SHOULD TAKE
THE HIGH ROAD WITH LUNS AND EMPHASIZE THE RATIONALIZATION
OF FUNCTIONS ASPECT, EXPECTING ALLIES TO PRESS LUNS
ON THE NECESSITY FOR LIMITING ANY STAFF INCREASES.

11. OUR DISCUSSION OF THE NEW ASYG (LOGISTICS) ISSUE
IN THE PRECEDING PARAGRAPHS IS IN AN LTDP CONTEXT --
AND HENCE NATO AT THIRTEEN. THE SO-CALLED LUNS REPORT

WILL BE A REPORT TO THE COUNCIL, AND AS SUCH WILL BE SUBJECT TO FRENCH AND GREEK SENSITIVITIES. LIKEWISE, ANY REORGANIZATION OF THE IS WILL INVOLVE THE MANAGEMENT OFFICE AND REQUIRE APPROVAL AND BUDGET SUPPORT BY THE FIFTEEN TO AUGMENT THE CIVIL BUDGET. CONSEQUENTLY, THIS WILL ENGAGE NATIONAL INTERESTS AND COULD WELL BE A TIME CONSUMING PROCESS. WE ONLY FLAG THESE CONSIDERATIONS NOW, PREFERRING TO MOVE THE RATIONALIZATION OF FUNCTIONS CONCEPT ALONG WITH LUNS FIRST.

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12. WE WILL PROVIDE BY SEPTTEL OUR VIEWS ON COOPERATIVE ARMAMENTS PLANNING, AS REQUESTED IN PARA 11, REFTEL.

13. ACTION REQUESTED: IN VIEW OF THE MANIFEST TIME PRESSURE AND NEED FOR EXTENSIVE CORRIDOR WORK TO GAIN SUPPORT FOR US VIEWS, WE WOULD APPRECIATE WASHINGTON COMMENT BY OOB 11 JULY REGARDING OUR PROPOSED REALIGNMENT OF FUNCTIONS. BENNETT

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